



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

APR 6 1979

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CIRCULAR NO. A-

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Federal Employee Parking Facilities

1. Purpose. This Circular establishes policy governing the acquisition and allocation of parking facilities and the establishment and determination of charges to be paid for parking by Federal employees and other facility tenants.

2. Coverage. The provisions of this Circular apply to parking facilities in the United States, its territories and possessions, the commonwealth of Puerto Rico and the Canal Zone under the jurisdiction of the executive branch, excluding those operated by the Government of the District of Columbia and the United States Postal Service. The Office of Management and Budget urges elements of the Government not covered by this Circular to adopt similar policies.

3. Background. This circular is promulgated because Federal practices through 1978 regarding employee parking -- particularly in urban areas -- have had several of the following effects:

a. Substantial public funds are being used to subsidize parking expenses for some Federal employees while many private sector employees in the same employment areas do not receive similar benefits from their employers;

b. There is an inequity among Federal employees working at the same location; some receive an implicit monetary benefit through free or subsidized parking, while others must face continuing out-of-pocket costs to park in commercial parking lots or to ride public transit;

c. Free or low cost parking diminishes the effectiveness of government-wide carpooling regulations (FPMR 101-20.117); acts as a disincentive to transit use;

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and generally contributes to excessive automobile use which leads to increased air pollution and energy consumption;

d. There are wide differences in the amount of government parking available at various Federal facilities, often at adjacent or nearby facilities; and

e. Implementation and effectiveness of the Government-wide carpooling regulations (FPMR 10-20.117) varies considerably among agencies.

In the Washington, D.C. metropolitan area, where the Federal Government is the dominant employer, the policy described in this Circular will contribute to that area's compliance with the timetables for improving ambient air quality set forth in the 1977 amendments to the Clean Air Act.

Free or low-cost parking biases an employee's decision on whether to drive alone, carpool or use public transit for commuting. Therefore, a basis for reimbursement for use of such facilities needs to be established which is fair to the Government, equitable among employees, and consistent with related policies.

4. Policy. It is the general policy of the executive branch that parking facilities provided at Federal installations be limited to the minimum necessary, that they be administered in full compliance with the carpooling regulations, that they be made available on equitable basis to all Federal employees in the immediate vicinity without regard to agency affiliation and that Federal employees who are provided parking in Government-owned or leased space be assessed a charge equivalent to the fair monthly rental value for the use of such space.

5. Acquisition of parking facilities. Acquisition of parking facilities will be permitted consistent with limitations and conditions in this circular. The amount of parking facilities to be provided, at either leased or federally constructed buildings, will be dependant upon an analysis of the public transportation and carpooling projected to be reasonably available or feasible at the given location or area. This analysis will consider Executive Order 12072 and other applicable laws, regulations or policies concerning use of public transit, air quality control and energy conservation. This analysis will include the following factors:

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DRAFT**7. Charges for employee parking.**

a. Establishment of charges. Charges for employee use of Government-owned or leased parking facilities shall be assessed at all locations except where the rate, as determined in b. below, is less than \$10.00 per month.

When several agencies are located in one facility, the head of the agency charged with responsibility for the building or other property with parking facilities available for employee use shall be responsible for developing procedures for collecting fees.

Authority to establish charges for the use of parking spaces is contained in the Federal Property and Administrative Services Act, as amended (40 U.S.C. 490). Comptroller General file reference B-177610 dated March 7, 1976, reviews this matter.

b. Determination of rates.

(1) The Administrator of GSA shall determine the rate to be charged for Government furnished employee parking at each facility. Such rate will approximate the price of commercial property in the vicinity. The rate shall be not less than the sum of the fair rental value of such property as used in calculating Standard Level User Charges and any direct costs of parking facility management. The rates so established shall be adjusted annually by the Administrator to reflect increases or decreases in value.

(2) The head of each agency responsible for assessing a charge for employee parking shall request that the Administrator of GSA determine the approximate commercial value of the parking involved. The request shall be made in accordance with regulations to be set forth by the GSA under paragraph 8 below.

(3) In instances where a parking management company is engaged to operate the facility, issue permits, provide attendants, etc., the cost of such management services will be included in the fees paid by individual users for the use of such parking facilities. In such cases, the management contractor shall also collect the fees from individual users.

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- a. Availability of existing and proposed transit and other community sponsored transportation improvements;
- b. Availability of agency or metropolitan carpool matching programs;
- c. Availability of existing or planned off-street parking;
- d. Impact of commuter parking on residential neighborhoods;
- e. An analysis of where an agency's employees live, particularly in relationship to transportation systems; and
- f. Special or unusual requirements.

The analysis will assume strict enforcement of existing carpool regulations and increasing use of public transit. The application of this policy should result in periodic reductions in the total number of Government controlled spaces within a given area, particularly at leased locations.

6. Allocation and assignment of parking facilities. The General Services Administration (GSA) or other agency in control of parking facilities at Federal buildings and on other Federal property, including leased property, shall equitably allocate such parking facilities among affected agencies. Agency heads shall be responsible for the assignment of parking spaces allocated for their control, including the assignment of spaces for employee parking. To maximize the efficient utilization of available parking spaces, assignments of spaces to Federal employees shall be principally on the basis of the carpooling regulations promulgated by GSA (FPMR 101-20.117).

In urban areas, where several federally controlled facilities exist within easy walking distance of one another, the parking spaces may be pooled on a zonal allocation plan rather than on an agency by agency basis to assure that an equitable number of spaces are available to all employees and to maximize the carpooling opportunities. Such arrangements already exist at several locations. Such pooled allocations shall be administered by GSA or other agency in control of the parking facilities primarily on the basis of carpool membership without regard to agency quota and in accordance with FPMR 101-20.111 and 101-20.117.

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10. Report. Fifteen months after the introduction of parking fees each agency shall submit a one-time report to OMB detailing the before and after effects of this circular. Information to be included shall address: the number of official, visitor and employee parking spaces by location, carpool utilization, employee public transportation utilization, revenues from parking fees, an assessment of any noticeable changes in private sector or commercial parking supply, demand and price of commercial parking in the vicinity of the agency, and changes in the distribution of employees mode of transportation to and from work. Copies of these reports will be made available for study to Federal and local agencies with policy responsibilities in the areas of transportation, air quality improvement and energy conservation.

11. Inquiries. For any information concerning this Circular please call the Office of Management and Budget, 395-4752.

James T. McIntyre
Director

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(4) All fees collected for the use of parking facilities shall be in addition to the Standard Level User Charges paid by using agencies to GSA.

(5) Under 40 U.S.C. 490(k), fees collected net of management fees in 7.b.(3) above shall be credited to agency appropriations charged for parking spaces and services. Amounts recovered in excess of direct costs shall be credited to the Treasury as miscellaneous receipts.

8. Responsibilities.

a. GSA shall issue regulations implementing the provisions of this Circular with respect to the determination of rates that approximate the commercial value of Government parking. Regulations shall be issued by July 1, 1979, and all rates should be determined by September 1, 1979.

b. Heads of department and agencies shall:

(1) assess charges consistent with the provisions of this Circular,

(2) give full cooperation to the GSA in connection with the determination of commercial value,

(3) effective October 1, 1979, provide for the collection and deposit of employee parking charges established in accordance with paragraph 7 of this Circular and the implementing regulations of GSA. For the initial period October 1, 1979, through September 30, 1981, the charges to be collected shall be 50 percent of the full rate scheduled to be collected. The full charge shall be collected after October 1, 1981;

(4) issue such instructions as may be needed to implement the provisions of this Circular and regulations issued by GSA.

9. Agency Administrative Workload. Agencies shall administer the provisions of this Circular within existing personnel resources and, after conversion to the policy in this Circular, routine administrative workload should be approximately the same as that experienced under past practice.

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April 5, 1979

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Questions and Answers Regarding
Draft OMB Circular on Parking Facilities

1. Q. Are any changes expected to be made before a final circular is issued?
 - A. Few changes are expected. However, all reasonable proposals consistent with the objectives of the circular are welcome and will be given consideration.
2. Q. How will this affect employee union contracts involving parking?
 - A. It depends on the specific contract terms. Contracts should probably run their course. Upon renegotiation, the policy in this circular should apply. The circular's objective is to conserve energy, improve air quality, and reduce unneeded subsidies.
3. Q. How much will parking at my agency cost?
 - A. Parking values will be determined this summer by GSA.
4. Q. When an agency implements fee parking, will it still be required to comply with GSA carpool regulations for parking space allocation?
 - A. Yes. The policy hopes to achieve even greater carpool use.
5. Q. Will handicapped employees and employees who frequently work hours different from an agency's normal duty day be required to pay for parking space?
 - A. Under FPMR 101-20.117 up to 10% of a facility's parking may be allocated to such personnel without the requirement for carpool participation. Some modification of the fee structure will be considered to handle individuals in compelling circumstances.
6. Q. Does this policy apply to contractor employees at government facilities who use government-controlled parking spaces? What about government-owned, contractor-operated facilities?
 - A. Yes. The objectives of energy conservation and subsidy reduction still apply.

7. Q. Does this policy apply to employees of Congress and other legislative branch agencies on Capitol Hill?
 - A. No. However, the cognizant committees of Congress will be requested to consider a similar policy for the legislative branch.
8. Q. If an agency's parking spaces are valued by GSA at less than \$10.00 a month and the agency believes that passing these costs through to the user would encourage ridesharing, may the agency charge that fee?
 - A. Yes. The \$10.00 threshold was selected because the policy applies nationwide. If local circumstances suggest that a lower threshold would be effective, it may be used.
9. Q. How many parking spaces will be affected?
 - A. Preliminary estimates are in the 120-130,000 range. Almost 20-25% of these are in the Washington, D.C., area.
10. Q. Must an agency charge visitors for the use of government-owned or leased parking spaces?
 - A. An agency may continue existing practice in setting aside certain areas so that the public may have reasonable access to the agency. The policy recognizes that one-time or occasional visitors would not have the opportunity to join a carpool for that visit, and that a one-time parking fee would not discourage the trip.
11. Q. How does an agency establish a means for collecting fees from users of its parking spaces?
 - A. This subject will be addressed in the implementing regulations to be issued by GSA. Agency financial management staff should be able to provide advice on this subject.
12. Q. Where can an agency obtain information on how to set up a carpool program?
 - A. The Federal Highway Administration and the GSA Public Buildings Service will be able to provide material on this subject. The Tennessee Valley Authority also has an excellent program in operation in Knoxville, Tennessee.
13. Q. If an agency location has an abundance of parking spaces, how will employees have an incentive to form carpools?
 - A. Agency facility managers will allocate spaces near work site entrances to carpools and organize carpool matching programs.

Physical reductions in parking space may be considered in some circumstances if a demonstrated increase in carpooling is not realized.

14. Q. If an agency does not have good transit service available, must a fee still be charged?
 - A. Yes, if the facility cost exceeds the \$10.00 monthly threshold. Agencies are encouraged to deal directly with the transit authority or company which provides transit services in their city to discuss improvements to transit routes serving the government facility.
15. Q. Does this policy apply to the White House and the Pentagon?
 - A. The draft circular applies to those facilities.
16. Q. How can I explain to my employees that this policy will be in their best interests?
 - A. There are several aspects to this. First of all, we should remember that many employees already use transit or pay to park, or work at locations which have parking spaces with low economic value. These employees will not be directly affected. It is expected that a good number of attractive parking spaces now used by single occupant cars will become available for carpools. This will benefit those employees who have not been able to qualify for government parking. Also, the individual in a carpool will only face one-third or one-fourth of the parking fee where a fee is in effect, and avoid the cost of driving his or her car at the same time.

LOGISTICS

16 April 1979

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NEW POLICY ON
FEDERAL EMPLOYEE PARKING FACILITIES

1. In response to the energy crisis, the President recently announced a policy to charge employees for parking at U.S. Government facilities. While no formal program has been established, the Agency has received for review and comments a draft OMB circular on employee parking. These comments are due by 30 April 1979.
2. Parking fees are not intended as a revenue device but rather as a means to further a national policy towards energy conservation. This policy is expected to result in greater use of public transportation and carpools, a cleaner environment, cost savings to the taxpayer, and reduced traffic congestion. With the goal of this policy, it is inconsistent for the U.S. Government to subsidize employee parking.
3. Major points raised in the circular are as follows:
 - a. Parking fees will be established at all Federal installations based on the fair monthly rental value of the parking space.
 - b. Authority to establish charges for parking spaces is contained in the Federal Property and Administration Act, as amended, 400 U.S.C. 490.
 - c. The Administrator of GSA will determine the rate to be charged for Government-furnished employee parking at each facility. GSA will determine rates by 1 September 1979. Charges will go into effect on 1 October 1979. For the initial period, 1 October 1979 to 30 September 1981, charges will be 50 percent of the full rate. Full charges will be collected after 1 October 1981.
 - d. The parking rate will not be less than the fair rental value used in calculating the Standard Level User Charge (i.e., the rent GSA now charges the Agency for parking areas at headquarters and other Agency-occupied leased space) and any direct costs associated with management of parking facilities.
 - e. Where rental value is less than \$10 per month, the fee may be waived by the head of the agency.
 - f. Where no charge is levied, an agency is required to develop and implement affirmative plans for maximizing carpooling and vanpooling among employees.

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16 April 1979

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4. It is difficult to project parking fees to be charged by GSA since such charges will vary significantly from one location to another for this Agency. The Agency will make every effort to have OMB and GSA take into consideration the peculiar circumstances associated with our dispersed locations, lack of adequate public transportation facilities, personnel working irregular hours or rotating shift work, and problems associated with handicapped employees.

5. Copies of the OMB circular have been provided to each directorate to ensure consideration of all views.

DON I. WORTMAN
Deputy Director
for
Administration

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